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ABSTRACT

To help reduce youth unemployment in Hawaii (which stood at about 26 percent in 1975), a statewide policy was developed which included goals for youth employment. These goals are (1) to establish priority for programs that promote long-term employability; (2) to improve youth's transition from school to work; (3) to diversify and increase employment opportunities; (4) to expand and strengthen services and programs to youth with special needs. Objectives for all of these goals are set by the policy. As part of policy implementation, a Youth Employment and Training Conference was held in April, 1980, to identify the types of problems youth face in Hawaii's labor market; to develop recommendations for each of the problems identified; and to develop an overall youth employment strategy. Problems identified included age discrimination against youth, minority discrimination, school-to-work transition problems, poor work attitudes on the part of youths, lack of basic education skills, lack of skills and training, lack of experience, and lack of jobs in the economy. Recommendations for ameliorating these problem areas were made by conference delegates. (KC)

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YOUTH EMPLOYMENT IN HAWAII: A POLICY DOCUMENT

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State of Hawaii
Commission on Manpower and Full Employment
State Employment and Training Council

State of Hawaii • George R. Ariyoshi, Governor

Youth Employment in Hawaii: A Policy Document

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SETC
CMFE

January 1981

The Honorable George R. Ariyoshi
Governor, State of Hawaii
State Capitol
Honolulu, Hawaii 96813

Dear Governor Ariyoshi:

As directed by House Resolution No. 437, H.D.1, the State Employment and Training Council and the Commission on Manpower and Full Employment have completed the task of developing a Statewide policy and coordinated program objectives for youth development and training in Hawaii. This mission was accomplished with the assistance of the University of Hawaii, Department of Education, the Office of Children and Youth, the Counties, service providers, business and labor representatives and youth groups. These representatives worked through many hours of preconference discussions, the Youth Conference itself held in April 1980, postconference summary activities and the final policy development.

We are grateful to these many participants who were truly motivated by the needs of youth and shared a commitment to help formulate a policy to address those needs. The main body of this Document focuses on the policy statements; however, the proceedings of both the Conference and preconference sessions are included in the Appendix. These proceedings serve as a record of the diversity of groups represented and their perspectives which in the final analysis had to be merged.

The Commission and the Council have chosen to initiate a response to this Youth Policy Document by addressing specific recommendations on youth in our joint 1981 Annual Report to the Governor. These recommendations are directed to the appropriate agencies and will be tracked for followup and the results given in next year's Annual Report.

We thank the Legislature for the opportunity to convene a Youth Conference which proved to be a most dynamic and rewarding experience. We hope that this Policy Document will be helpful for the deliberations of the Eleventh Legislature and will serve to promote improved services for the youth of Hawaii.

Respectfully submitted,

Bruce McCall, Chairperson
State Employment and Training
Council

VerlieAnn Malina-Wright,
Chairperson
State Commission on Manpower and
Full Employment

PREFACE

Citing the high unemployment rate among youth groups, their lack of knowledge of the world of work and the skills needed to find a job and develop a career, the State House of Representatives, Ninth Legislature, 1977 Session, requested the State Commission on Manpower and Full Employment to review the employment problems of youth and the existing employment and training programs which facilitate youth employment. In response to this request, the Commission published Profile of Hawaii Youth in the Labor Force in cooperation with the State Manpower Services Council in 1978. It was the Commission's and Council's hope that the findings of the report would aid in the development of a coordinated and integrated effort to improve work opportunities for youth.

During the Regular Session of 1980, the House of Representatives noted that the multitude of employment and training agencies and organizations working with youth need guidance and direction to formulate strategies to resolve problems of youth unemployment. Therefore, the House requested (through House Resolution 437, H.D.1) the State Employment and Training Council (SETC) and Commission on Manpower and Full Employment (CMFE) to jointly develop a Statewide policy on youth employment and training in Hawaii and to secure a broad input of ideas from various groups in the community. The Council and Commission (in its role as the State Advisory Council on Vocational Education) are already required by Title II of the Education Amendments of 1976 (P.L. 94-482) and the Comprehensive Employment and Training Act (CETA) Amendments of 1978 (P.L. 95-524) to jointly assess Statewide employment and training needs. To fulfill this federal mandate, the Commission and Council decided to focus on assessing the employment and training needs of youth and use the results to develop the Statewide policy requested by the Legislature. As part of their efforts to develop the Statewide Policy, the Commission and Council cosponsored a youth conference on April 18, 1980 and also held preconference discussions.

This report, which is the culmination of these activities, focuses on the policy statement of goals and objectives and includes summaries of the preconference and conference discussions. The Commission and Council intended that the policy statement be broad and set general direction. Specific recommendations on how the policy may be carried out can be found in the Annual Report to the Governor, 1981, which is also a joint SETC/CMFE publication.

We would like to extend our deepest appreciation to those who gave up their valuable time to participate in the preconference, conference, and post-conference activities. This publication would not have been possible without their help.

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THE POLICY

BACKGROUND

In 1976 a concerned President Jimmy Carter established a task force headed by Vice President Walter Mondale to analyze our nation's youth unemployment problem and to recommend solutions. After nearly a year of study, the Task Force issued a summary report of its findings and recommendations, which was followed by the President's policy for a youth employment program which was sent to Congress but did not materialize.

In 1977 the State legislature asked for a review of the unemployment problem of the youth of Hawaii and of the education and training programs facilitating their employment. The Commission on Manpower and Full Employment (CMFE) with cooperation from the State Employment and Training Council (SETC) responded to the request with two reports, "A Study of the Effectiveness of Vocational Education and Employment Training for Youth" and "Profile of Hawaii's Youth In the Labor Force." In the 1980 legislative session, the House of Representatives requested the development of a statewide youth policy on employment as recommended in the latter report. The Commission and Council, in developing the policy, sought the views of a wide segment of the community, including youth, and also convened a statewide Youth Employment and Training Conference on April 18, 1980 to focus on the issues of youth unemployment.

Youth unemployment has been and continues to be a major social problem both nationally and in Hawaii. Seldom has this problem been at a more critical juncture than at present when the education of youth is in question and where the forecast of future jobs indicate a growing importance of basic education skills in the performance of work.

Economic security has always been central to the attainment of a good life, and has been a basic policy objective of our nation. If it is to become a reality, a logical beginning should be through youth, or one of the consequences may be to perpetuate the problem of youth unemployment with its detriment to society and the individual. Thus, the need for a comprehensive and coordinated youth employment policy in the State of Hawaii, which will begin to address the issues of youth unemployment and of work preparation and participation, is clear.

National Scene

In the Spring of 1979, the official unemployment rate for youth in the nation reached 14.1 percent, a conservative figure according to a recent National Longitudinal Survey conducted by Ohio State University's Center for Human Resource Research, which indicated a 19.3 percent jobless rate for the same group. There are some difficulties in identifying the true magnitude of the youth unemployment problem, but it is clear that certain groups bear a disproportionate share of problems in transitioning to employment.[1]

These groups are:

(1) High school dropouts with an unemployment rate 2 to 3 times that of high school graduates and consisting of high proportion of blacks and Hispanics.

(2) Black youth with an unemployment rate that has almost doubled in 25 years (16% to 30%); while the rate for white youth has remained fairly constant at 13 percent.

(3) Young women who encounter more difficulty in finding a job and once employed, earn considerably less than men.

(4) Youth from poor families with higher unemployment rates and who generally enter the labor market at lower wages than youth from families with higher incomes and seldom catch up.

Adding to the problem is the trend toward a "service" rather than a "product" oriented economy. During the past 30 years, the number of service jobs has grown 135 percent as compared with 37 percent for manufacturing, and it is estimated that between 1978 and 1990 a total of 65 million job openings will occur - 49 million of them white collar and 16 million blue collar.[2] These occupational changes will be felt acutely by youth who lack an adequate education as most occupations of the 1980's will increasingly require better communication and technical skills, the bases of which are the abilities to read, write and compute.

To address the nation's youth unemployment problem, earlier in 1980, a major education and employment program was designed to better prepare the nation's youth for the labor market of the 1980's. The program is based on seven basic findings of a national task force:

(1) Youth unemployment will worsen for some communities and groups.

(2) The lack of basic communication, comprehension and computational skills is the most serious barrier to employment.

(3) The teaching of basic skills must be combined with work experience opportunities.

(4) Employment and education programs must be designed to provide easy access for youth and allow for substantial flexibility.

(5) Labor market information must be made available to young people and to those who provide them with career counseling services.

(6) The educational system and the business community should develop a partnership.

(7) Community-based and volunteer organizations must be involved in the efforts to mount a youth employment program.

Local Scene

The youth employment problem in Hawaii appears to be as serious as that of the nation. In 1976, the unemployment rate of the 16-24 year old population was 18.5 percent of the total labor force, and unemployed youth accounted for nearly one-half of the total number who were jobless. Those groups most severely affected include:[3]

- Teenagers (16-19 years old) on Oahu whose unemployment rate was 26.5 percent in 1975, 5.8 times the rate of adults 25 years or older.
- Teenage girls who had a 29.3 percent unemployment rate.
- Ethnic groups such as Samoan, Portuguese, Black, Puerto Rican, and Hawaiian/Part-Hawaiian which have higher unemployment rates and also have disproportionate numbers with incomes below the poverty level.

As with the nation, Hawaii reflects a trend towards an increasingly "service" oriented economy where communication and technical skills have greater roles in employee job selection and advancement.

Consequences of Youth Unemployment

Prolonged unemployment has negative consequences, some of which are difficult to measure. There are indications that lengthy periods of unemployment have long term negative impact on earnings.[4] The earlier CMFE-SETC report noted some negative implications to youth and society: the inability for some youth to continue school due to lack of income from a job; the possible anti-social activity due to enforced leisure; and the effect upon a youth's confidence or the development of long term negative attitudes against society. There is uncertainty about its relationship to crime rates, which have been and remains high for youth as a whole; but many believe that such a relationship does exist.

Continued unemployment in the early years often sets a pattern for a lifetime of joblessness and poverty as Eli Ginzberg, Chairman of the National Commission for Employment Policy, pointed out: "youth unemployment is a cumulative problem. If you cannot train a teenage mother on welfare, taxpayers will be picking up the tab for her welfare costs over the next 40 years." Dr. Joshua Agsalud, Director of the Hawaii State Department of Labor and Industrial Relations, stated at the youth conference: "... landing a job requires basic communication and computational skills, positive attitudes toward work, and such habits as punctual and regular attendance. When these attributes are not acquired

by youngsters through home and school at the appropriate stages, their chances of becoming self-supporting and productive members of the economic community are slim unless they can be reached with programs designed to remedy these deficiencies."

A youth's inability to become a contributing member of society because of involuntary joblessness may very well be seen as a modern day tragedy.

FOOTNOTES

[1] A Summary Report of the Vice President's Task Force on Youth Employment, U.S. Department of Labor, 1980.

[2] Ibid.

[3] Hawaii State Commission on Manpower and Full Employment, Profile of Hawaii's Youth in the Labor Force, November 1978.

[4] Expanding Employment Opportunities for Disadvantaged Youth, National Commission for Employment Policy, December 1979.

POLICY STATEMENT: GOALS AND OBJECTIVES

GOAL ONE - LONG-TERM EMPLOYABILITY

To establish priority for programs that promote long-term employability.

OBJECTIVES

A. Strengthen basic education skills.

   1. Provide each student with a sound foundation in basic education and life skills.

   2. Extend alternative learning programs for those youth who are unable to progress satisfactorily in the traditional teaching or school environment.

   3. Establish and maintain academic standards for course work, grade promotion, and graduation.

   4. Integrate basic education skills into programs providing vocational training services to youth.

B. Extend, improve, and initiate vocational training programs which facilitate youth entry into the labor force.

   1. Plan vocational training programs based on the present and future labor force needs of the community.

   2. Expand the range of vocational training programs available to youth that provide them with marketable skills.

   3. Consider the development of modular and/or individualized vocational training programs.

   4. Consider the scheduling of vocational training programs during times that allow the full utilization of vocational training facilities and equipment.

   5. Plan vocational education programs to facilitate maximum articulation between programs.

GOAL TWO - SCHOOL TO WORK TRANSITION

To improve youth's transition from school to work.

OBJECTIVES

A. Provide youth, teachers, and counselors, with career information which is reliable, up-to-date and locally relevant.

   1. Provide youth with occupational information regarding the appropriate preparation required for employment in specific occupations.

   2. Provide for detailed occupational information such as employment estimates and anticipated demand.

   3. Develop and make available on a regular basis, occupational information which can facilitate career planning, occupational preparation and the development of job search techniques.

B. Strengthen and expand career education programs and guidance classes which will develop in youth an awareness of and positive attitudes toward themselves, others, and the world of work.

   1. Extend career education programs in elementary, secondary and postsecondary schools to enable students to develop realistic expectations in the world of work.

   2. Provide for a comprehensive and coordinated program of occupational and career information and guidance for students.

   3. Incorporate within existing employment and training programs, activities covering self-awareness, self-development, and work orientation (e.g., work habits, job search skills, and job interview preparation).

   4. Coordinate the various career information/education programs to increase effectiveness.

C. Strengthen linkages among schools and the public and private sectors to make education more relevant to the world of work.

   1. Provide more opportunities for students to combine work experience (both paid and voluntary), community service, and education.

   2. Utilize, to the maximum extent possible, the resources and facilities of the public and private sectors in training youth (cooperative education, on-the-job training, internship).

3. Improve and expand internships, cooperative education, and other work-experience programs.

4. Encourage the participation of parents, employers and employment and training agencies in employment-related school activities (e.g., career fairs, resource speakers, and advisory committees).

GOAL THREE - EMPLOYMENT OPPORTUNITIES

To diversify and increase employment opportunities.

OBJECTIVES

A. Maximize the use of the State's employment and training resources.

1. Coordinate vocational training with economic development activities.

2. Provide for the articulation and continuity of employment and training programs in the State to minimize duplication of programs.

3. Strengthen Statewide coordination of employment and training agencies in terms of planning and administering their programs.

4. Coordinate planning among employment and training agencies, educational agencies, business, and labor for new and expanding industries.

5. Improve communications among educational and employment and training agencies through means such as joint conferences, workshops, and meetings.

B. Advocate employment of youth in the labor force.

1. Improve job placement, follow-up, and referral services for in-school youth.

2. Encourage employers to provide greater flexibility in work hours to better accommodate youth for employment.

3. Encourage the development of more work opportunities for youth through part-time work, job sharing, temporary work, redirection of jobs to youth, and self-employment.

C. Offer more vocational training programs in rural areas to provide equal educational opportunities for rural youth.

GOAL FOUR - YOUTH WITH SPECIAL NEEDS

In addition to the above objectives, there is a need to expand and strengthen services and programs to youth with special needs (including, but not limited to, youth who are handicapped, immigrants, offenders, economically disadvantaged, school dropouts, ethnic minorities, and academically disadvantaged).

OBJECTIVES

A. Expand and improve counseling and supportive services for special need youth.

B. Develop an overall strategy among employment and training agencies to serve youth with special needs.

MAJOR CONFERENCE HIGHLIGHTS

On April 18, 1980, the State Commission on Manpower and Full Employment (CMFE) and the State Employment and Training Council (SETC) in cooperation with the Department of Education, the Department of Labor and Industrial Relations, and the University of Hawaii cosponsored a Youth Employment and Training Conference. The objectives of the conference were to: 1) identify the types of problems youth face in Hawaii's labor market; 2) develop recommendations for each of the identified problems; and 3) develop an overall youth employment strategy. Prior to the conference, a series of discussion workshops were held to secure input of ideas from various groups in the community. Representatives from service agencies, employers, youth organizations, neighborhood boards, and unions were asked to identify "the major problems youth face in entering the job market" and "the major problems in existing programs and services which prepare students for jobs." (A summary of the preconference discussion workshops appears in Appendix C.)

As conference and preconference participants talked about the problems youth face in securing employment, it became evident that the problems are many and complex, involving social, cultural, and political factors as well as economic causes. Although many had different perspectives of the problems and emphasized different factors, seven major problems were identified. The following highlight the opinions and feelings of youth, service providers, employers, the community (neighborhood boards), and unions regarding these seven problems:

1. Discrimination

   a. Many youth feel they are discriminated against due to their age. For example, they feel that employers offer them the least desirable jobs (low paying, dull, dead-end jobs with no benefits), pay youth less than adults who perform similar duties, and lay them off before adults. Youth feel that they need more information on child labor laws, equal employment opportunity laws, and employee rights to protect themselves.

   b. Service providers and youth noted that employers have negative stereotypes of youth which make them reluctant to hire youth. Service providers believe that the youth subculture (dress, speech, grooming) plays an important part in influencing employers' impressions of youth.

   c. Some minority youth believe that certain ethnic groups receive preferential treatment in hiring so that the "haoles" and Japanese get the "good" jobs. They believe that hiring decisions are based on "who you know" rather than "what you know."

d. Some employers believe that youth who participate in government subsidized training programs are the "undesirables" who can't make it on their own.

e. Service providers stated there is discrimination in training and employment programs. They noted, for example, that native Hawaiian and Samoan youth are given limited choices for training and employment. They also noted that middle-class youth can't receive assistance from government programs because they don't meet the disadvantaged criteria.

2. School-to-Work Transition

a. Employers and service providers stated that youth need to establish personal, educational, and career goals. They noted, however, that many youth do not receive adequate guidance from the family and school to develop self-awareness (i.e., knowledge of their interests, skills, abilities, and potential) that is necessary to establish goals.

b. Other groups also felt that youth are not receiving adequate counseling. Service providers and youth think there are an inadequate number of counselors to serve those in need of services. Youth further noted that counselor-student ratios are high, and that counselors are overburdened with discipline problems. Employers and youth believe that too much emphasis is being placed on academic advising for college admission and that most counselors are not qualified to provide career counseling services. Employers felt that the family can play a role in providing guidance, but noted that parents too often impose their own desires and ambitions on their children.

c. Representatives from all groups felt that most youth lack knowledge of the world of work. Youth and service providers noted that youth's expectations of work often conflict with their actual experiences in the labor market. Service providers believe that youth's unrealistic view of work is somewhat influenced by the media (television in particular), which often glamorizes occupations. They stated that youth need adequate counseling, accurate information, and early exposure to work to dispel misconceptions and to learn appropriate work habits and responsibilities regarding dress, appearance, and attendance.

d. Youth, service providers, and employers stated that most youth lack job search skills. They noted that

youth need to learn how to fill job application forms, write resumes and letters of application, and develop interview skills. Service providers have observed that most youth fear the job hunting process, especially the personal interview, because they are unable to express themselves well.

e. Youth said they receive inadequate occupational information (e.g., where the jobs are, what jobs are available, and what the jobs require in terms of skills and training). They believe that the information is available, but is not being transmitted to the great majority of students. Youth expressed the desire to have someone available in the schools to assist students to locate, interpret and utilize available information and to provide placement services, especially at the secondary level.

3. Attitudes

a. All groups, especially employers and community representatives, believe that youth have poor attitudes toward work. Service providers noted that many youth expect too much from their first job in terms of hours of work and pay. Service providers and employers felt that the behavior pattern of many youth is not conducive to work. They cited, for example, youth's inability to accept authority figures, their sensitivity to criticism, and their general lack of pride in workmanship. Youth noted that some of them are unwilling to change (hair styles, dress) to meet employer expectations.

b. Youth, employers, and community representatives believe many youth lack perseverance and dependability as workers because they have established poor work habits in school and at home, which are transferred to the world of work. They cited students' absenteeism, tardiness, incomplete assignments, and general lack of self discipline.

c. Service providers and employers stated that many youth in Hawaii lack initiative and motivation. Service providers said youth need to take responsibility for looking for a job and not expect to be given a job without expending any effort on their part. Employers, service providers, and community representatives felt that this stems from the general breakdown in the family's role of transmitting values and providing early training and guidance. Service providers noted that some of today's youth lack parental encouragement to succeed in school and work.

d. Youth, service providers, and community representatives stated that most youth lack self-esteem and have poor self-concepts. Service providers indicate that many focus on their limitations rather than their strengths. Some youth expressed a lack of confidence in their abilities and said they are unable to successfully compete with "smarter kids," "smoother kids," and experienced adults. Youth said they become discouraged when rejected for a job so they don't try again. Some also said they have many fears of the world of work - they are afraid of doing the wrong thing on the job, afraid to ask questions, and afraid of failing.

4. Lack of Basic Education Skills

a. All groups agreed that youth's lack of basic education skills such as reading, writing, computation, and communication is one of the greatest barriers to their employment. Service providers believe that the lack of these skills limits youth's flexibility in pursuing different types of training and jobs. Employers emphasized that the acquisition of basic skills is essential to youth being considered for any meaningful job, and that without such skills youth will be relegated to a narrow range of jobs. Some youth noted that basic education and social skills are so important that youth become insecure and develop low self-esteem if they do not possess these skills.

b. Most conference participants felt that too many students are being graduated from high school without acquiring these skills. Community college representatives noted that much of their time is spent on providing students with remedial assistance in basic skills. Employers observed that many job applicants are unable to communicate clearly, either in speaking or in writing.

c. Some youth and service providers said that most youth realize the importance of these skills too late, and pointed out the need for the schools to emphasize the practical application of these skills to the world of work. Youth pointed out their need to learn other "life skills." Community representatives believe that parents as well as teachers can provide guidance in stressing the importance of acquiring basic skills.

5. Lack of Skills and Training

a. Youth feel there are not enough programs and services available to prepare youth for jobs. However, they said many are not aware of all existing programs

because they lack information about available training programs and services.

b. Youth stated there is a lack of funds to provide for adequate facilities, equipment, and staffing for vocational education programs.

c. Employers, service providers, and youth noted that there is a lack of education and training resources in rural areas. Youth enrolled in small, rural, and/or isolated schools stated that their schools are unable to offer a variety of programs.

d. Service providers feel vocational education needs support from top level administrators to improve the visibility and "respectability" of vocational education.

e. Service providers and employers felt that the training youth receive lack relevancy to the real world of work. They felt that closer school-industry linkages are needed. Employers and youth emphasized the need for more practical, "hands-on" type training with less emphasis on theory.

f. Community representatives and youth as well as service providers felt that youth are not eligible to receive training on a fair and equitable basis from current federal and state-funded employment programs due to income or other restrictive criteria. Many felt that the existing income criteria are too high. Youth felt that government programs should be also available to middle-class youth.

g. Youth believe that students should not have to go to the community colleges to attain job skills and that there should be a greater variety of vocational education programs at the high school level.

6. Lack of Experience

a. All conference groups felt that youth are at a disadvantage in the labor market due to their lack of experience, but youth placed greater emphasis on this factor than any other group.

b. Youth believe that they are caught in a "catch 22" situation - they can't get a job without experience, but can't get experience without a job. They expressed the need to expand opportunities for students to evaluate their skills and understand the job market and work environment. They noted that work-study, cooperative

education, and other programs, such as DECA, which provide work experience are available to only a select few due to eligibility criteria based on income or scholastic achievement (grade point average).

c. Employers acknowledged the fact that they look at a person's "track record" before making hiring decisions, but noted that they do hire on the basis of appearance and attitude for entry level positions if applicants express interest in a specific type of job and desire to do their best on the job. Employers believe that character references from teachers and counselors would help youth who do not have work experience, but many students are unable to get favorable references from these sources.

d. Service providers observed that youth's lack of exposure to employers and the world of work result in personal feelings of uncertainty and self-doubt.

7. Lack of Jobs

a. Youth believe there is a lack of jobs, especially for part-time, temporary and summer work.

b. Service providers note that due to competition for a limited number of jobs, individuals such as youth with basic or marginal skills are at a disadvantage in the job market. The surplus of college graduates puts pressure on those with less education as employers increase their minimum requirements for jobs. Union representatives believe that only exceptional students will be able to qualify for better jobs; most will have to initially accept the lower paying jobs.

c. Service providers find it difficult to place youth in "meaningful" jobs, given their experience, training, and abilities.

d. Youth are selective about jobs; they want a job of their choice, "not junk kind jobs."

e. Youth and service providers felt that job opportunities are limited for youth living in rural areas of the State.

APPENDICES

APPENDIX A

FINAL REPORT

Youth Employment and Training Conference
April 18, 1980
Ala Moana Hotel

As a means of identifying the barriers to youth employment, the Commission on Manpower and Full Employment and State Employment and Training Council cosponsored the Youth Employment and Training Conference. Representatives of various groups in the community provided input on what they thought were the major problems youth face in entering Hawaii's labor market, and made some excellent recommendations regarding actions that would alleviate the problems. However, it became apparent that the problems are many, complex in nature, and varied, thus requiring prioritizing. Based on the conference findings, the overall goal for the State of Hawaii should be to provide programs and services which will improve the long-term employability prospects of young people.

The areas which surfaced as being the top two priority concerns were: (1) basic education and (2) the education-to-work transition. Therefore, we recommend that the State of Hawaii concentrate its resources on programs and services which hold the greatest potential for increasing youth long-term employability; this means that all youth should acquire at the minimum, basic education skills and the necessary information and skills to successfully make the transition from school to work.

Basic Education Skills

The conferees strongly emphasized the need for schools to develop clear, concise standards of achievement in basic education, i.e., the ability to read, to write, to communicate verbally, and to do computations. Without these basic education skills the possibility for productive lives for individuals becomes questionable. Young people who lack these basic education skills face an uncertain economic future. Failure to master the basic skills seriously affects individuals' self-esteem. Many of the young people at the conference expressed their concerns regarding the lack of self-esteem and self-awareness exhibited by their peers. This poor self-concept, which goes hand-in-hand with a lack of mastery of basic skills, becomes a serious barrier to long-term employability.

Education to Work Transition

Many youth also require assistance in making a positive and productive transition from school to work. The passage of students from school to the world of work is often abrupt and not conducive toward a positive

transition. To facilitate the transitional process, youth require better and more effective counseling and guidance programs. Help is required in developing personal goals, job preparation skills, self-understanding, and realistic expectations about the world of work. Many conferees believe that youth lack adequate decision-making skills and information necessary to make decisions about careers. Many noted the difference in job expectations held by employers on the one hand and young people on the other. Unrealistic expectations affect youth attitudes. To counteract this problem, contact and communication between young people and their counselors and the "real world" must be established prior to graduation. The transition would also be facilitated if young people better understand the relationship of the basic education skills taught in school to those skills required to be successful in the "real world."

RECOMMENDATIONS

The following basic recommendations are made toward effecting change in Basic Education Programs and the Education-to-Work Transition. The conferees' recommendations are included in the following section, "Summary of Conference Discussions."

Basic Education Programs

1. Support the Department of Education in its recent initiatives and efforts to insure that students achieve a standard level of achievement in reading, writing, verbal communication, and computational skills. Additional alternative learning programs and/or alternative schools for remedial and exceptional students should be implemented.

2. Place a high priority in the intermediate and secondary schools on courses which integrate basic education skills with practical skills.

3. Integrate basic education skills into all employment and training and work experience programs.

4. Tighten grade promotion and graduation requirements, i.e., no automatic passing; at the same time, develop a systematic assessment of each student's achievement level, detecting learning difficulties and initiating corrective assistance as early as possible.

Education-to-Work Transition

1. Expand and improve programs which assist youth in developing positive attitudes toward themselves, others, and the world of work, e.g., programs and/or school courses which include as major components youth self-development and self-awareness, and job preparation skills.

2. Strengthen career counseling in the public schools.

3. Create career resource and placement centers in the high schools.

4. Encourage and support programs, e.g., CETA programs, which increase youth, labor, business, community and parental involvement.

5. Provide options for secondary school students to combine work experience, both paid and voluntary, with formal education for academic credit.

6. Develop a coordinated, integrated guidance program which is ongoing and includes a mandatory employment orientation program prior to graduation from high school.

7. Strengthen in-school programs which prepare youth for careers, i.e., expand internships, cooperative education, and other work experience programs in the public schools.

SUMMARY OF CONFERENCE DISCUSSIONS

The conferees confirmed the preconference findings and indicated that the seven major problems youth face in entering Hawaii's labor market were: 1) discrimination, 2) school-to-work transition, 3) attitudes, 4) lack of basic education skills, 5) lack of skills and training, 6) lack of experience, and 7) lack of jobs. There was not a consensus on the order of importance of these problems among the various sectors, but there was a general agreement that they all represent major barriers to youth employment.

The preconference findings, as reflected in the report, indicate that many persons believe that there are significant deficiencies in existing programs and services which prepare youth for employment. The programs and services discussed during the preconference workshops were: 1) basic education, 2) vocational education and other employment training, 3) counseling and guidance, and 4) information dissemination. During the preconference workshops, all groups except the labor unions indicated that they were most concerned with the availability and quality of vocational education and other employment training programs; but during the conference a shift in priorities occurred. Instead, the conferees appeared to be most concerned about the availability and quality of basic educational programs and counseling and guidance programs. In fact, regardless of the topic assigned to each group, all the groups indicated a general concern for these two areas. There was a general agreement that many young people are attempting to enter the labor market with insufficient occupational information upon which to base their career and job choices and with a lack of basic education skills.

Discrimination

During the preconference workshops, youth indicated that they felt discrimination is the most serious barrier to employment. Conference attendees, on the other hand, seemed to indicate that discrimination is less of a problem. However, the youth attending the conference also believed that they are discriminated against, most often due to their age or lack of experience. Some conferees pointed out that a certain segment of youth are discriminated against because of social factors, such as appearance. It is clear that sometimes youth are discriminated against simply because they are "youth." Many employers have developed skeptical attitudes toward employing young people, and conversely, youth often hold negative images of employers.

Conferees' Recommendations

1. Enforce existing laws against discrimination.

2. Involve employers and/or the business community in school and work programs.

School-to-Work Transition

This problem was identified as the third most important problem among the youth and the service providers in the preconference findings. During the conference, it was the problem most discussed regardless of the assigned topic. The general consensus of the conferees was that many youth are not prepared to enter the job market after completing high school. Too many students are graduating from high school with little or no information about either the world of work or about themselves. Many students do not know how to fill out job applications, read the want ads, conduct themselves at job interviews, or communicate effectively with prospective employers. Many youths seem to have little understanding about the "realities" of the labor market. This lack of understanding and knowledge leaves them with poor decision-making abilities.

Counseling and guidance activities were of major concern to the conferees. Guidance classes given in the ninth grade were criticized. Some believe that the classes are given too early, are not consistent from school to school, and are not available at all schools. The process of counseling and guidance should be an ongoing part of the educational process. Many feel that there are too few counselors available in the schools to allow them sufficient time to spend on career and/or vocational counseling. Two reasons most often mentioned by teachers, counselors, and administrators in a DOE Statewide career education needs assessment survey done in 1978 involved lack of time: lack of time to prepare and lack of time to convey the information to students. Heavy student loads make it difficult for counselors and/or teachers to develop linkages with the business community, a need which the conferees identified as very important.

As indicated in the preconference report, this problem appears to have two major aspects: the need for greater self-awareness and understanding on the part of young people regarding their interests, abilities and capacities for work and the need for more and better occupational information and job search skills to assist them in deciding on a career and in finding and maintaining a job.

Both during the preconference workshops and conference, there was overwhelming agreement that there are not enough programs and services available to prepare students for jobs. Existing programs need to be expanded both at the secondary and postsecondary levels, with emphasis on the secondary level. Many conferees indicated that students should not have to attend a community college to pick up entry-level job skills.

There was also concern expressed for the lack of programs and services for "gap" group youth, i.e., those youth either not qualified for CETA programs or not planning to go to college.

Conferees indicated some of the following difficulties and problems in existing programs: lack of continuity, lack of self-development components, lack of opportunities for actual job experience, lack of long-term program goals, inadequate bilingual services, and poor coordination between programs and placement. They felt that the planning of vocational education and training programs should be based on existing and future needs of the labor market.

Conferees' Recommendations

1. Allocate resources to establish a Career Resource Center.
2. Improve and provide incentives for in-service training for counselors and teachers to improve their career guidance skills.
3. Develop a coordinated, integrated career guidance program in the public schools.
4. Expand classes in the public schools which teach job preparation skills, self-development, and decision-making.
5. Encourage administrators to include a component on job preparation skills, self-development, and decision-making in all employment and training programs.
6. Expand career education courses in the public schools.

Attitudes: Lack of Motivation and/or Self-Esteem

Youth's attitudes were deemed an important barrier to their employment by participants at both the preconference workshops and the

conference itself. There existed a difference in opinion of how the problem should be defined. Youth feel that poor work attitudes reflect a lack of self-understanding and poor self-esteem, while employers define "poor attitude" as poor attitude toward work. Employers feel that young people have too high job expectations that lead them to often reject "entry-level" positions. Expectations appear to play an important role in affecting youth work attitudes, some of which can be changed by better and more realistic information of the world of work. A major question raised at the conference was: Who is most responsible for shaping work attitudes; is it the family, the schools, or government? Most agree that this is one of the more significant questions that society has to deal with. Values are transmitted both by the family and schools, with peers playing an important role in determining attitudes. It was pointed out that many youths are unable to delay gratification and want a "good" job right now. This attitude is one of the reasons for the negative image of youth held by employers.

Conferees' Recommendations

1. Involve the community (parents, employers, youth) in employment and training programs; and in appropriate school activities and/or classes.

2. Expand and emphasize self-development and self-awareness classes in the secondary schools.

3. Develop career programs in public schools and through governmental programs that include as a major component, employer-youth interaction, which give timely labor market information to students.

Basic Education Skills (3 R's)

Lack of basic education skills, together with poor work attitudes and school-to-work transition, were identified as the most serious barriers to youth employment. The conferees agreed that young people need to stay in school and master reading, writing, and computation in order to improve their employability. They felt that having a high school diploma is essential to most jobseekers, but even with a diploma, many young people are graduating from high school without mastering basic skills. They suggested that for those young people who are identified as having difficulties acquiring these basic competencies, intervention should begin at a very early age.

It was recommended by conferees that there be an integration of basic education with vocational skill training and/or work experience. The conferees felt that courses need to be designed to make learning the 3 R's relevant to young people. Often, the importance of what is being taught is not realized until it's too late.

Conferees' Recommendations

1. Implement and/or expand alternative learning programs and/or alternative schools for low achievers and exceptional students.

2. Tighten grade promotion and graduation requirements.

3. Expand the number of classes in the public schools which integrate basic education (3 R's) with vocational skill training and/or work experience.

4. Develop a systematic assessment of each student's achievement level, detecting learning difficulties and initiating remedial programs as early as possible.

Lack of Skills and Training

There was agreement in both the preconference and conference discussions that many youth lack appropriate skills and training for entering the labor market. However, this problem was not seen by many of the conferees as one of the more serious barriers to employment. Youth definitely need better preparation for the job market, but the findings indicate that learning only a skill is not sufficient to insure employability. At this time, basic education skills, attitude, and a better understanding of the world of work appear to be considered higher priorities. Many conferees suggested that skills and training courses and/or programs should incorporate these other components.

Vocational courses and/or programs should be geared to existing and future projections of job market needs. Vocational programs should be expanded in the public schools.

Conferees' Recommendations

1. Expand internships, cooperative education, and other work experience programs in the public schools.

2. Encourage voluntary work experience programs for school credit.

3. Provide an employment orientation program for students prior to graduation.

4. Expand courses in the public schools beginning at the intermediate level which teach job preparation skills.

Lack of Experience

The conference and preconference finidngs were similar. All the participants acknowledged that youth suffer from lack of experience when

seeking employment. But, lack of experience appears to tie in with attitudes regarding work as well as attitudes toward oneselves. Generally, it was felt that youth need more "real life" experiences in order to develop a better understanding, not only of themselves, but of the world of work. Lack of maturity, lack of exposure to varying situations, lack of preparation, all appear to be factors working against youth in seeking employment.

Stereotyping of youth by employers was felt to be a problem since they tend to be skeptical about hiring youth without some indication of their work habits and reliability.

Conferees' Recommendations

1. Encourage the development of components in employment and training programs which directly involve the business community.

2. To the maximum degree possible, involve employers in public school classes.

3. Encourage programs which have work experience components.

Lack of Jobs

There wasn't agreement among those attending the preconference workshops or the conference that the problem is "lack of jobs." Rather they believed that "lack of jobs" means either that youth lack an "appropriate job" or a job at the appropriate time. Youth believe that there is a lack of "good" jobs. This appears to be related to their hesitancy to take what they perceive to be low-paying, low-status, and deadend jobs. There was one significant exception; there was a general agreement that there is a lack of jobs in the rural areas of the State.

Conferees' Recommendation

1. Encourage government and private industry to create a mix of jobs and schedules (temporary, part-time, job-sharing, flexible hours).

APPENDIX B

YOUTH EMPLOYMENT AND TRAINING CONFERENCE SPEECHES

Opening Address
Presented by DR. JOSHUA C. AGSALUD, Director
State Department of Labor and Industrial Relations

Good Morning. It is my great pleasure to welcome you to this Conference on behalf of Governor Ariyoshi and to extend to you his best wishes for a fruitful and meaningful session on the future of Hawaii's most precious resource, its youth. I know that the provision of useful and rewarding employment for our youth is one of the Governor's deepest concerns and that he greatly regrets that the press of legislative business on the last day of the session prevents his attendance today.

It is ironic, but I believe true, that today's youth employment and training problems have their roots in the tremendous economic progress of our nation and State over the past decades. The youth of our simpler past did not face the agonies of career choice and preparation of today; by and large, they did what their elders did, or were bound by their parents as apprentices in a trade mostly of the parents' choosing, or they simply entered a labor market in which physical strength and a willingness to work far outweighed other attributes. If they failed to find work, it was considered their own fault, in those pre-keynesian times, and neither government nor anyone else accepted responsibility for their plight.

Well, needless to say, things have changed! Our very concept of youth, for instance, is drastically different today. Where once completion of grammar school at the age of 13 or 14 marked the end of childhood, some of our programs now legally define "youth" as extending to the age of 24--an age when our parents had long since entered full adult status. As our economy has become more complex and technological, requiring ever more education and job preparation for useful participation in it, childhood and adolescence have been protracted accordingly. At the same time, the growth of mass media has both accelerated the maturity and altered the attitudes of today's youth so that they are less willing to docilely accept routine or medial jobs--and more likely to find fault with the institutions of society if they are unable to qualify for any other.

The persistent, and apparently intractable, high rate of youth unemployment--particularly for minority and disadvantaged youth--is irrefutable testimony to the fact that the entry of youth into the labor market is not being well managed by society. Even though much of this unemployment is transitory as young people test jobs and move from one to another, much more is real and represents genuine economic hardship. Furthermore, youths who are unable to find worthwhile employment when they first enter the world of work may become permanently handicapped in seeking future employment because of the missed opportunity to acquire good work habits and attitudes.

The scientists who study human development tell us that it proceeds in a series of stages, and that a child who fails to master a given stage in its proper sequence often suffers long-term disadvantages as a result. I think that something very like this operates with respect to the labor market as well, and that it begins to operate long before the actual point of entry to the job market. In addition to specific occupational knowledge, landing a job requires basic communication and computational skills, positive attitudes towards work, and such habits as punctual and regular attendance. When these attributes are not acquired by youngsters through home and school at the appropriate stages, their chances of becoming self-supporting and productive members of the economic community are slim indeed unless they can be reached with programs designed to remedy these deficiencies.

An appreciation for the magnitude of this problem can be gained from the recently published State Education Plan, in which it is reported that nearly 21,000 public school students are classified as "alienated." These are students with histories of many unexcused absences, frequent failing marks, and repeated disciplinary problems. Of this group, almost 7,000 are considered to be "severely alienated" due to their exhibition of "extremely disruptive behavior 'detrimental to self, peers, and to the school.'" It requires very little imagination to see that sooner or later many of these alienated students will wind up in the labor market with very little improvement in their ability to function in society. What's worse, the plan notes that "the absence of a fully developed data system, an insufficient number of counselors, and insufficient programs" assures that many more of these alienated students and other potential dropouts are never identified or counted.

It isn't just the alienated, though, who are having trouble finding their place in the world of work. Even well-motivated students with good grades find themselves confused and uncertain about their career choices, and all-too-often those choices are made more through accident and circumstance than as a result of thorough investigation and thoughtful deliberation. We see the consequences of this type of haphazard approach in unemployment and underemployment while jobs go begging for lack of qualified applicants. These youths, too, need employment and training guidance and assistance, albeit of a different nature than that needed by the alienated group.

The youth employment problem is not just one of ill-prepared or ill-informed youth, however. It is also a problem of attitudinal dissonance between youth and employers. The 70's have often been characterized as the "Me Era," emphasizing instant gratification of one's wishes and desires. The youngster who has come of age in this era may find it difficult to generate the self-discipline to succeed at a low-pay, low-status entry level job because he or she is not used to the idea of future satisfaction as the reward for hard work now. Employers, for their part, sometimes fail to recognize or account for the changes that have taken place in society since they entered the

work force and frequently voice their dissatisfaction with youths who are impatient with dull routine jobs. They expect that simply providing employment for someone should be enough to generate hard work, loyalty, obedience, and even gratitude on the employee's part. So what do we get? Young workers who view their employers as exploitive and indifferent--and employers who view youth as lazy and disrespectful; young workers who believe that they have a right to fulfilling and rewarding jobs--and employers who believe that work is its own fulfillment and that rewards should come with age and experience. It's clear that both prospective workers and their potential employers need to learn a lot more about each other and that both will have to do some changing to accommodate the realities of today.

Finally, the youth employment problem is but a subset of the overall employment problem that faces us. When we look at the employment projections for the future, we see that many of the occupations for which a large demand is forecast are low wage and/or low status; this is by no means coincidental--that's one reason it is difficult to attract and retain workers for such jobs. We must ask, then, whether it is the task of our institutions to teach our youth to be satisfied with these jobs or whether it is the task of society to invest them with value and dignity--and pay accordingly. We also see that employers are entering the 80's engaged in a desperate struggle to survive; battered by inflation, eroded productivity, soaring energy costs, and--dare I say it--sometimes excessive governmental regulation of their affairs, they are even more wary than usual of taking on unproven workers.

As I read through the Preconference Report and Draft Policy Statement for this meeting, I was struck by one overriding concern: that the very real problems delineated there and the solutions recommended and required are flat opposite the prevailing trend against new or larger social programs on all levels of government.

The present economic crisis has given the opponents of government spending on human wellbeing the opportunity for which they have been waiting since the New Deal--a chance to use legitimate public concern over inflation as a weapon to gut social programs. Make no mistake about it, the decision to cut government spending is political, not economic--whatever its economic virtues. It was made because politicians believe, probably correctly, that the electorate perceives inflation fueled by government spending as a problem to be cured at almost any cost. The question now is, who will bear that cost? And that, too, will be decided primarily in the political arena--which means that if we want the kinds of programs envisioned in the Draft Policy Statement, or any kind of youth employment and training programs at all, we're going to have to go into that political arena and fight for them.

There may be those of you in the audience who think of yourselves as being above the political fray, as being professionals who don't need to get involved in all that sordid wheeling and dealing. Well,

you're not. You're not if your program is federally funded. You're not if the state picks up your paycheck. You're not if you think government has a role in solving social problems. You're not because you're the beneficiary of the lobbying, and compromising, and vote trading that produced the funds. And if we're going to succeed in solving the difficulties youth faces in entering the labor market, we're all going to have to get into the political process with both feet. If all this conference produces is yet another report complete with statements urging more communication and better understanding between youths and employers and calls for more programs to facilitate the transition process, I will be very disappointed.

The situation is critical, and becomes more so with each passing day. Almost every hour, it seems, we hear of more money being chopped, more programs being deferred or canceled. I urge this conference to adopt a plan of action--political action--to support continued funding of social programs. Success cannot be guaranteed, but if those who know the need do not act, its opposite is assured.

Thank you.

Key Note Address
Presented by GAY HASS, Deputy Regional Administrator
Employment & Training Administration, Region IX
U.S. Department of Labor

Youth unemployment is recognized nationally as probably the preeminent problem of structural unemployment in this country today. It may well be the preeminent problem of unemployment totally.

I have been asked to set forth a national perspective, to provide a framework for deliberations for the balance of the day. In doing that, I will briefly review the dimensions of the problem of youth unemployment nationally, and the Department of Labor's efforts in employment and training programs for youth through CETA. Finally, based upon what we have learned from operating those and of other programs, I will talk about the President's Youth Initiative, the Youth Employment Act of 1980.

The problem of youth unemployment is fairly consistent nationwide. National statistics for February of this year showed that while the unemployment rate overall was at 6%, that for teenagers was about 2½ times the average rate, or 16.5%. Black teenagers between the ages of 16 and 19 had unemployment rates which were three times the size of their white counterparts, 37.9%, as compared with 13.8% for whites. Rates for minority teenagers have been increasing during the past years; those for white teenagers have remained fairly constant, at least on the mainland; while those for adults have actually declined. There are some indications that the labor statistics which are compiled may seriously understate the problem of youth unemployment--that it may be much more severe than it appears on the surface. Viewed another way, and this is consistent with the findings of the pre-conference report of the situation in Hawaii, nationally 16 - 24 year olds account for about half of all the people who have been unemployed during the past five years.

In 1977, as part of the economic stimulus package, Congress expanded CETA to provide, among other things, additional resources to deal with the problems of youth. The new programs focused at the local level to enhance existing training and work experience programs run by CETA prime sponsors through their delivery agencies and local schools. Not only were new programs authorized, but certain existing programs such as the job corps and the Summer Youth Employment program were expanded. A successful new program, the Youth Employment Demonstration Project (YEDPA), since 1977, has served about 3/4 million young people from low income families. In December 1979, it is estimated that the work components of the program accounted for about 25% of the measured employment growth for young people since 1977. And that is significant because had it not been for the program, the problem of youth unemployment would be far more serious than we find it.

The programs authorized in the 1977 amendments set out to do several things, and which we believe were successfully accomplished.

The programs sought to:

- Improve the quality of work experience and provide more adequate career counseling.
- Increase collaboration among schools, CETA prime sponsors and delivery agents, private businesses, and community organizations in order to tailor programs to the local situation.
- Secure flexibility of program approaches to effectively meet new priorities.
- Increase the effectiveness of the summer youth program.

At another level the issue of youth unemployment was seen as such a serious problem that a task force was established under the direction of Vice President Mondale. The task force did extensive research and held hearings throughout the nation. They found that three major areas need to be addressed in developing a long term youth policy. First, the task force identified the job gap. Nationwide, we are at least a million jobs short in providing full employment for youth, and I find it interesting that the results of the surveys conducted in connection with this conference does not indicate this to be a concern of the highest priority. The second thing that was identified was the education gap. There is a severe drop out rate in our nation's secondary school with 25% of students enrolling in the 9th grade not completing the 12th grade. And absenteeism is high among those who remain. What this means is that more and more are graduating from high school lacking basic literacy and occupational skills needed to get and hold on to a job. That was recognized in your survey by every group except the client group. Youth, themselves, saw that as the least area of the major problems concerning youth. The third area identified as a major area to be addressed was the skills gap. In a surplus labor market, such as we have had throughout the United States for the past several years, employers are understandably reluctant to hire people who don't have any experience, who lack familiarity with the discipline associated with the world of work, and people who they will have to invest money in training for the jobs that are to be done. Our young people do not have the necessary preparation to compete effectively with their adult partners in an increasingly technological labor market. Again, it is interesting that the youth in the survey conducted for this conference did not see that as being as serious a problem as the others.

What the task force findings tell us is that nationally we are on the right track. What we need to do is do more of the same and do it better. That's exactly what's been proposed in the President's Youth Act of 1980. The authorizations for the programs administered by the 1977 amendments of CETA expire at the end of this fiscal year. The Youth Initiative was sent forward by the administration to Congress at the end of February and it is the only proposal requesting new funds for next fiscal year. What the proposal does is to authorize a broad

variety of intensive training and remedial education programs for youth through two different systems. It proposes Title I programs, which would provide to out-of-school and older youths who lack work experience, skill training and perhaps basic education, an opportunity to participate in programs through the Department of Labor and CETA system. Title II of the bill would be administered through the newly created Department of Education, and that would funnel funds to local school districts to serve older and out-of-school youth, and also to Juniors and Seniors in high school in about 3,000 poorest school districts throughout the country. The intensive services provided to the in-school youth would be coupled with part-time work experience opportunities offered through the CETA system. The proposal attempts to fill in some of the significant gaps that you have identified in the services in Hawaii, and which are mirrored nationally as indicated by the Vice President's Task Force and by our experience with YEDPA.

The Youth Bill is based on a two year funding and will represent a significant increase over expenditures in youth programs of several years ago. We estimate that, if enacted, we will be able to serve over 3 million people during the 2-year period. The prospects of passage, however, are not sparkling bright for two reasons. The first is that some organizations involved in current programs feel that much more can be learned in the programs that are currently being run, without adding more programs. The second reason relates to the national concern about inflation and the desire to balance the federal budget. The current best guess is that we'll have a simple extension of what we have now, and that major youth legislation is sometime away.

In closing, I would like to comment on Dr. Agsalud's reference earlier to "attitudinal dissonance." I found it interesting that there is much consensus about where the gaps in services are in serving youth in the State of Hawaii, but disparity amongst groups as to what they see as the major problems contributing to their situation. Some groups see it as a problem of age discrimination, primarily, others see it as a problem of motivation and attitudes, yet others see it primarily as a lack of jobs. It is my feeling that in addition to a plan of action and policy statement from this conference, those who are concerned about this problem have an additional responsibility--and that is to help educate one another and others whom they represent about what those different perceptions are. It seems to me that if youth know that not everyone agrees with what they perceive is their problem, they have a better working knowledge for dealing with the world of work; that if service deliverers understand that clients and employers view the problem and the causes of the problem differently from the way they see them, they have a better information base upon which to design more effective programs; that if employers understand that the service deliverers and youth don't see the problem at all in the same way, then they will have a better appreciation of both sectors. A conference of this nature is the first step in being able to share those perceptions and cut through those differences.

APPENDIX C

PRECONFERENCE DISCUSSION SESSIONS
CONCLUSIONS

In order to develop a better focus on youth unemployment and a basis for discussion at the Statewide Youth Employment and Training Conference, various sectors of the community were asked to hold their own small group discussion sessions preceding the State Conference to address two questions and to recommend solutions to the problems that are identified. The questions were:

1) Identify the major problems youth face in entering Hawaii's job market.

2) Identify the major problems in existing programs and services which prepare students for jobs.

Each group was asked to identify and rank order three problems they considered most important. The responses of the groups and in certain cases, of individuals, are summarized and listed in the order of importance as perceived by each sector. Some specific examples of issues within major categories and suggested solutions are included.

Question 1. Identify the major problems youth face in entering Hawaii's job market.

Youth Responses

1. Discrimination

   Age discrimination - less consideration for jobs; less pay, tenure, respect from employers; stereotyped as irresponsible.

   Racial and ethnic discrimination - Haoles and Japanese get all the good jobs.

   Need for connections - its who you know; employers won't hire person with police record.

2. Lack of experience

   Jobs that fit ability scarce; employers want experienced workers.

3. School to work transition

   Students lack information and skills as to how to apply or look for jobs; lack awareness about self, careers and jobs; lack social skills in how to act, speak, dress; lack of counseling and guidance.

4. Attitude: lack of motivation and self esteem

   Fear of unknown, lack confidence; get discouraged if turned down so won't try again; passivity or don't want to work; lack maturity, good work habits; poor self image; difficulty in adjusting to education and societal expectations.

5. Lack of jobs

   Too much competition from adults and immigrants; only "junk" jobs available-low pay, dull, no future; lack jobs that fit with school schedule.

6. Lack of skills and training

   Lack of job preparation skills or training that incorporate experience; need bilingual training.

7. Lack of basic education skills

   Lack of skills in reading, writing, communication, computation; lack of high school diploma; lack of ability to adjust to school.

Service Providers Responses

1. Lack of jobs

   Timing mismatch on job/youth availability; market too competitive for skills youth have; lack of meaningful jobs; general lack of opportunities.

2. Lack of basic educational skills

   Lack of 3R's, communication skills; lack of relevant education.

3. School to work transition

   Unawareness or lack of information of work world, job skill requirements, careers, jobs; lack of job application, job hunting skills; lack of counseling; lack of coordination among community, school, and work place; indecision about career goals.

4. Lack of experience

   General lack of experience; immaturity resulting in not keeping job; lack of driver's license.

5. Attitude: lack of motivation and self esteem

   Poor self concept; unrealistic job expectation; poor work habits; avoid hard work.

6. Lack of skills and training

   Lack of job preparation skills.

7. Discrimination

   Employers discriminate due to age; stereotyped as poor workers.

Employers Responses

1. Attitude: lack of motivation and self esteem

   Not able to accept criticism; unwilling to accept entry jobs; unrealistic expectations; poor appearance; poor work habits-tardiness, absenteeism, need for constant supervision.

2. Lack of basic education skills

   Youth received poor basic education; have trouble speaking.

3. Lack of skills and training

   Not able to perform; lack of skills and training for available jobs.

4. Lack of experience

   High cost of training to employer; youth reluctant to take entry work.

5. Lack of jobs

   Lack of variety; lack of jobs for skills youth have to offer; legal restrictions in employing youth.

Labor Unions Responses

1. Lack of jobs

   Tight labor market; limited choices of jobs.

2. Lack of basic education skills

3. Lack of experience

4. School to work transition

   Not enough emphasis on job counseling; lack of awareness of unions and worker's rights.

5. Lack of training

6. Attitude: lack of motivation and self esteem; lack of discipline.

Neighborhood Boards Responses

1. Attitude: lack of motivation and self esteem

2. Lack of basic education skills

   Poor reading, writing and communication.

3. Lack of skills and training

   Lack of application, job finding skills including how to speak and dress.

4. Lack of jobs

5. Lack of experience

LACK OF EDUCATIONAL SKILLS (3R's)

Staff Summary of Responses

All groups except youth identified the lack of basic educational skills as a major employment problem. There is a general concern that students are leaving school without achieving competence in reading, writing and speaking. There was also concern for "automatic" passing in the school system and a lack of integration of the basic educational skills with practical experience. Having a high school diploma is becoming essential in qualifying for employment, but even this does not assure possession of basic education skills.

Respondents Suggested Solutions

Stress 3R's, tie in 3R's with vocational programs; have stronger promotion policies; provide for more remedial work in elementary level, qualified counselors, teachers that can motivate students to learn; require competency test before passing on to next grade; provide individualized instruction for those in need; increase parental role; set higher standards for graduation; provide for more alternative schools and/or programs.

ATTITUDES: LACK OF MOTIVATION AND SELF ESTEEM

Staff Summary of Responses

Employers and neighborhood boards believe poor attitudes toward work on the part of youth is the most important employment problem. The other groups considered it less so. The responses of youth emphasize their lack of self esteem and stress poor self-image, fear of the unknown, lack of maturity, and passivity. Many get discouraged if turned down for a job and become unwilling to try again.

Employers are more critical of youth's work attitudes and habits. They cite youth's tardiness, unreliability, over-sensitivity to criticism, and lack of initiative. Service providers and neighborhood boards mention both poor work habits as well as youth's lack of self esteem and self-confidence as being important. The unions indicate youth's lack of discipline as the problem.

Respondents Suggested Solutions

Have "Life-planning," value clarification and self-development classes in high school; make available more individualized counseling, courses to build self awareness; start vocational and career exploration earlier; emphasize attitude, responsibility; increase the number of counselors; develop programs to orient employers to needs and special problems of youth; have closer working relationships between teachers and parents, more discipline in schools; place greater emphasis on work habits and responsibility.

LACK OF JOBS

Staff Summary of Responses

Service providers and unions listed "lack of jobs" as the most important employment problem facing youth while youth, employers and neighborhood boards considered it less of a problem.

The groups seem to have different perceptions, with employers suggesting that there are in fact jobs available which youth are unwilling to accept while youth and service providers perceiving that these jobs are for the most part "junk," dull and boring with low pay and no future. Youth also indicated that there are very few jobs that would fit in with school schedules and social life. Labor unions tend to define lack of jobs in the classical sense, that the economy is not growing at a rate sufficient to generate the number and range of jobs for those who desire them.

There was a consensus among the groups that there appears to be an inverse relationship between the jobs available and the limited skills and experience youth have to offer.

Respondents Suggested Solutions

Expand industry; increase farming; limit immigration; encourage businesses to Hawaii; encourage new business; develop a State master plan; provide training classes that relate to labor market; provide more realistic career information to youth; identify available jobs; require vocational counselors to make closer contacts with employers; establish government subsidized entry-level positions; ease difficulties faced by small businesses; increase apprenticeships; encourage job creating agencies; increase incentives to private sector to hire youth; develop public awareness of the problem.

SCHOOL-TO-WORK TRANSITION

Staff Summary of Responses

Youth and Service providers identified the school to work transition process as the third most important problem faced by youth entering Hawaii's job market. Labor unions and community groups also indicated a need for more preparation and education in job finding skills and general awareness regarding the world of work. Many youth have little experience and contact with the market place until they are faced with looking for a job, and they are ill-prepared for the process. They lack knowledge about how to fill out a job application form, how they should dress when going to an interview, the social skills needed to communicate with an employer, and the ways to search out jobs.

All groups indicated that youth lack guidance and counseling. Thus, youth need greater awareness and understanding of themselves in relation to work and the labor market and must be provided with more adequate information and job finding skills.

Respondents Suggested Solutions

Establish youth employment office, career center or job information centers; encourage school counselors to work closer with the Department of Labor; have more career days, more employment oriented programs like DECA and Project Holomua, more classes which orient to world of work; provide more career and occupational information in school; have workshops in school by employment agencies; seek greater coordination between school and employers; modify guidance classes to be more realistic and practical; maintain continuity of counseling and guidance to higher grade levels; make seeing a counselor mandatory; educate employers; have "learning how to learn" skill classes; give equal time to those not planning to go to college; set high priority on job counseling.

LACK OF EXPERIENCE

Staff Summary of Responses

All groups indicated that lack of experience was an important employment problem and places youth at a disadvantage in a competitive labor market. For some youth, employer's requirement for experience as one measure of reliability is a "catch 22" as they need experience to prove themselves, but they can't find a job without experience.

Lack of experience also creates a negative stereotyping of employers by youth. Youth seem to have little understanding about the necessity to enter the job market at a "lower level" in order to establish themselves as good workers and to gain practical experience in finding out about their abilities and interests.

Respondents Suggested Solutions

Provide on-the-job training while in school, more classes and programs that are job oriented, more apprenticeship programs, credit for volunteer work, programs open to "gap" group youth; encourage employers to hire on trial basis business and community in partnership with schools to develop internships and other programs; expand cooperative and distributive programs; eliminate income criteria and service those that need help; increase summer programs; enlist in armed forces; provide employability training while in school.

LACK OF SKILLS AND TRAINING

Staff Summary of Responses

There was general agreement among all groups that youth lack sufficient skills and training in preparation for entering the job

market and that better and more progams are needed to address the problem. There was also agreement that closer coordination between training programs and the labor market was needed and that training programs should be designed to meet existing and future human resource requirements of the labor market.

Respondents Suggested Solutions

Have more vocational education and career education in high schools, more training programs, mandatory skill training classes in high schools, more technical schools; incorporate career related discussion in all classes in high school, not just vocational classes; have more experience based programs, more career days; require basic employment skills class in high school, have more summer programs, more private sector participation, trade oriented curriculum, more counseling, involvement with parents, more apprenticeship programs; link CETA programs to school work-study programs.

DISCRIMINATION

Staff Summary of Responses

Of all groups only youth and service providers considered discrimination as an important employment problem. Even between these two groups, there is a difference on its order of importance. Youth ranked it first while service providers ranked it seventh.

Service providers saw discrimination as employers having a negative, stereotyped opinion of youth as workers. Youth felt that they were discriminated against in several ways. Some youth think that employers lack respect for them due to their age and sometimes take advantage. They are "last to be hired and first to be fired." Disadvantaged youth perceive certain racial and ethnic groups (Haoles, Japanese) as receiving preferential treatment in regard to jobs, schooling and training. Some believe that the lack of "connections," the "who you know, not what you know" that gets one desirable jobs. Some youth indicated that employers are unwilling to chance hiring if youth have been in trouble with police.

Respondents Suggested Solutions

Hire based on qualifications or potential, remove legal restrictions regarding employment of youth.

Question No. 2: Identify the major problems in existing programs and services which prepare students for jobs.

Youth Responses

1. Vocational education and training programs

   Quantity and scope of programs - not enough classes in high schools, programs in post secondary; many cannot enroll because of eligibility requirements; limited space in apprenticeship programs; lack of equipment and teachers; entrance tests too hard.

   Quality of programs - need to provide more individual attention; lack of practical experience in some programs; bad reputation of some programs, e.g., Job Corps; lack of bilingual services; no follow-up; programs not long enough; poor job placement help following training.

2. Counseling and guidance

   Need for more and better trained counselors; low priority given to "world of work"; expand and have follow-up guidance programs in high school; more time to meet with counselors; poor attitude of counselors; lack of attention to non college bound students.

3. Basic education programs

   Existing educational structure too inflexible, e.g., need alternative programs to assist students having problems in reading and writing; lack of discipline; lack of teachers; need for teachers to be given more flexibility; school rules too lax; automatic passing.

4. Information dissemination

   Inadequate job and program information.

5. Coordination among relevant organizations and agencies

   Lack of community and business involvement; lack of coordination between schools and business.

Service Providers Responses

1. Vocational education and training programs

   Quantity and scope of programs - need to increase programs and services; lack of practical training classes in high school; more summer programs, evening classes; expand ESL; more work-study classes in high school; lack of programs for "gap" group, i.e., eligibility requirements limit participation.

   Quality of programs - lack training programs which include actual job experience; lack of continuity; programs should include self-development skills; lack of long term goals in programs: emphasis on "job placement" rather than "job skills."

2. Basic education programs

   Lack of alternative education programs or schools; need re-evaluation of DOE curriculum; students should be required to take job placement classes in order to learn how and where to look for a job.

3. Coordination among relevant organizations and agencies

   Lack of networking among relevant agencies to meet youth needs; lack of connection between schools and industry; discrepancy of fiscal funding period between CETA and DOE.

4. Counseling and guidance

   Lack of relevant career counseling; lack of counselor training and connection with industry; lack of inventory on student needs and labor market needs; too much emphasis on college preparation and not enough on vocational education and training - students that are not going on to college get lost.

5. Information Dissemination

   More information about job placement, employment programs and services need to be given to students.

Employers Responses

1. Vocational education and training programs

   Quantity and scope of programs - lacking in rural areas; need more programs; lack of on-the-job training programs; need more cooperative education programs at high school level.

Quality of programs - training inappropriate; programs not meeting objectives: not picking up skills that are transferable; lack of coordination between training programs and job placement; lack of conversational Japanese language training as a marketable skill; existing programs do not put enough emphasis on attitude; programs should include value clarification; existing programs do not put enough emphasis on communication skills; programs limited in addressing diverse needs; programs are too easy and not realistic, e.g., do not reflect the "real" world.

2. Counseling and guidance

   Inadequate counseling and guidance; counselors need contact with industry; counselors need training; too much emphasis placed on college counseling.

3. Basic education programs

   Need for greater emphasis on communication skills; students receiving poor education in general (3R's); students are passed automatically without picking up necessary educational skills; real world application of education not stressed.

4. Coordination

   Lack of coordination between schools and business; fragmentation of efforts with poor articulation and coordination of programs among the various agencies and organizations.

5. Information dissemination

   Poor recruitment practices for programs; lack of knowledge by students and counselors regarding existing programs and services.

Labor Union Responses

1. Basic education programs

   Generally poor educational system: sub-standard graduation requirement.

2. Vocational education and training programs

   Expand in high schools and community college.

3. Counseling and guidance

   Lack of career counseling.

4. Coordination

   Poor placement out of existing programs.

5. Information dissemination

   Poor communication between schools, parents and teachers regarding available programs and services.

Neighborhood Board Responses

1. Vocational education and training programs

   Need more programs; CETA programs inappropriate and inadequate, e.g., inadequate skills to allow movement into permanent jobs; CETA eligibility requirements too strict - miss gap group.

2. Basic educational programs

   Too easy; not enough vocational education incorporated within academic program; need more alternative schools.

3. Counseling and guidance

   Not enough school counseling.

4. Coordination

   Lack of participation by businesses in existing programs.

5. Information dissemination

   Need more information about programs and services.

VOCATIONAL EDUCATION AND TRAINING PROGRAMS

Staff Summary of Responses

There was overwhelming consensus among all the respondents that there are not enough programs and services available to better prepare students for jobs. They indicated a strong need to expand existing vocational education and training programs, particularly at the secondary level. Many respondents indicated that students should not have to go to a community college in order to pick up "skills" to work.

Along with this generalized lack of programs and services, all groups indicated that there is a lack of programs and services for

certain youth not qualified for CETA programs and not planning to go on to college.

Respondents indicated some of the following difficulties and problems in the quality of the programs: lack of continuity, lack of self-development skills, lack of actual job experience, lack of long-term goals, inadequate bilingual services, and poor coordination between programs and placement. Some youth indicated that the entrance tests were too difficult and that participants within the programs need more individual attention. Employers were concerned that the programs were not meeting objectives, e.g., participants were not picking up transferable skills. Employers, service providers, and labor union respondents felt that training is often inappropriate for the existing labor market. All respondents indicated a need to incorporate communication skills into existing programs and services.

BASIC EDUCATION (3 R's)

Staff Summary of Responses

All respondents indicated the need for improvement in basic education programs for youth. Many felt that alternative schools and/or programs are needed to better facilitate learning of the basic educational skills required for employment. Labor unions identified basic education as the most important; service providers and neighborhood boards felt it was second; while youth and employers ranked it third. All agree that basic educational programs need more emphasis on communication skills.

COUNSELING AND GUIDANCE PROGRAMS AND SERVICES

Staff Summary of Responses

Along with vocational education and basic education most groups perceived counseling and guidance as one of the more important program areas among the existing programs and services that needed improvement. There is a concensus that more and better trained counselors are needed in order to better assist students in occupational guidance and counseling.

According to youth respondents, guidance classes in the ninth grade without adequate followup are of little value in preparing them for transition into the work force. Many youth felt that they could have made better use of a guidance class in their junior or senior year.

Many responses indicated that there is an over-emphasis on college preparation in counseling and guidance, and not enough in vocational counseling, for those students who plan to work.

The service providers and employers emphasized the lack of coordination and communication between school counselors and the business community. It was felt by these groups that counselors lack adequate and appropriate information in order to counsel their students on job preparation and/or careers.

COORDINATION

Staff Summary of Responses

Coordination was the third most important program concern of service providers while other groups considered it of less importance. Service providers indicated a need for "networking" among those relevant agencies and/or institutions involved in youth programs; together with better coordination between schools and business. Coordination between school programs, CETA programs, and the business community was of concern to all respondents.

INFORMATION DISSEMINATION

Staff Summary of Respondents

The dissemination of employment and training program information was not considered a problem as serious as the other areas by nearly all groups. Youth felt they received inadequate information on available programs and services which might better prepare them for jobs. All groups indicated that more job placement and program information should be given to students. Although information dissemination is seen as an area which requires more attention, the overriding problem is one of insufficient programs.

APPENDIX D

(To be made one and ten copies)

HOUSE OF REPRESENTATIVES
TENTH LEGISLATURE, 1980
STATE OF HAWAII

H.R. NO. 437 H.D. 1

HOUSE RESOLUTION

REQUESTING THE DEVELOPMENT OF A STATEWIDE POLICY AND COORDINATED PROGRAM OBJECTIVES ON YOUTH EMPLOYMENT AND TRAINING IN HAWAII.

WHEREAS, the Legislature recognizes that the youth of Hawaii is a valuable state resource which must be protected and nurtured to assure the future vitality and stability of the State; and

WHEREAS, the youth, which is generally defined as persons between the ages of 16 and 24, represents a significant segment of Hawaii's labor force; and

WHEREAS, the unemployment rate for the youth in our community is currently at 18.5 per cent and is substantially higher than those of adults 25 years of age and older; and

WHEREAS, the rate of unemployment of teenagers, i.e., those between the ages of 16 and 19 years of age, is even more severe, and is currently at about 24 per cent; and

WHEREAS, it has been estimated that approximately 19.7 per cent of our youths are at the poverty level and of those youths, 17.1 per cent are youths who are heads of households; and

WHEREAS, a high rate of out-migration of local residents, particularly our young residents, can be attributable to the lack of employment opportunities in Hawaii; and

WHEREAS, there are a multitude of agencies and organizations working with our youths in various employment and training programs and services which need guidance and direction to formulate strategies towards the resolution of problems relating to youth unemployment; now, therefore,

BE IT RESOLVED by the House of Representatives of the Tenth Legislature of the State of Hawaii, Regular Session of 1980, that the State Employment and Training Council and the Commission on Manpower and Full Employment are requested to jointly develop a statewide policy and coordinated program objectives for youth development and training in Hawaii; and

BE IT FURTHER RESOLVED that in developing the policy, the State Employment and Training Council and the Commission on Manpower and Full Employment secure a broad input of ideas from various groups in the community; and

BE IT FURTHER RESOLVED that the Department of Education, University of Hawaii, the Department of Labor and Industrial Relations, the Office of Children and Youth, the counties, the various service providers, community-based organizations, and business and labor organizations all provide input and assist the State Employment and Training Council and the Commission on Manpower and Full Employment in the development of the policy; and

BE IT FURTHER RESOLVED that the State Employment and Training Council and the Commission on Manpower and Full Employment submit copies of the developed policy to the Legislature and the Governor at least ten days prior to the convening of the 1981 Regular Session, disseminate copies of the policy to appropriate service providers and organizations, and make copies of the policy available to the general public; and

BE IT FURTHER RESOLVED that certified copies of this Resolution be transmitted to the Governor of the State of Hawaii, the State Employment and Training Council, the Commission on Manpower and Full Employment, the University of Hawaii, the Department of Education, the Department of Labor and Industrial Relations, the Office of Children and Youth, the mayor of each county, the major service providers, and the various business and labor organizations.

APPENDIX E

GLOSSARY

ACADEMICALLY DISADVANTAGED

-- Persons who have academic handicaps and who require special services and assistance in order to enable them to succeed in educational programs, vocational training programs, or the job market.

ARTICULATION

-- An agreed-upon working relationship which provides an educational continuum without undue loss of credit or educational attainment.

BASIC EDUCATION SKILLS

-- The essential foundation of educational experiences, which includes reading, writing, computing, listening, speaking, and reasoning.

CAREER COUNSELING

-- A process by which a trained person helps other individuals to understand themselves and their opportunities, to make appropriate adjustments, decisions, and choices in light of their unique characteristics, and to initiate a course of training or work in harmony with their selections. It often involves testing and assessing aptitudes, interests, and personality factors.

CAREER EDUCATION

-- Incorporates into the curriculum, at all levels and subject areas, the relationship between what students are learning in school and the world of work.

CAREER INFORMATION

-- Information about occupations such as tasks and duties, tools and equipment needed and working conditions, about the economy and employment outlook, about training, education and other ways to prepare for occupations, and other information relevant for decisions about work or careers.

COMPREHENSIVE EMPLOYMENT AND TRAINING ACT (CETA)

-- The Comprehensive Employment and Training Act, a federal act whose purpose is to provide, through a decentralized system of program operations, job training and employment opportunities for unemployed and underemployed economically disadvantaged persons which will lead to increased employment opportunities and earnings.

COOPERATIVE EDUCATION

-- A program for persons who, through a cooperative arrangement between the school and employers, receive instruction, including required academic courses and related vocational instruction by alternation of study in school with a job in any occupational field. These two experiences are planned and supervised by the school and employers so that each contributes to the students' education and employability. Work periods and school attendance may be on alternate half days, full days, weeks, or other period of time in fulfilling the cooperative education program.

ECONOMICALLY DISADVANTAGED

-- Refers to an individual who is: a member of a family which receives cash welfare payments under federal, state, or local welfare programs; a member of a family which has a total family income which in relation to family size, does not exceed the poverty level determined in accordance with criteria established by the Office of Management and Budget or 70 percent of the lower living standard income level, whichever is higher; a foster child on behalf of whom state or local government payments are made; or where such status presents significant employment barriers, a client of a sheltered workshop, a handicapped individual, a person residing in an institution or facility providing 24 hour support, or a regular outpatient of a mental hospital, rehabilitation facility or similar institution.

EMPLOYMENT AND TRAINING PROGRAMS

-- An inclusive term used to encompass all employment and training programs, services, and activities, including, but not limited to, vocational education, employment training (manpower), job placement, development, career guidance, apprenticeship, on-the-job training, and career education.

FOLLOW-UP

-- A survey to determine what occupations program participants have entered and pursued over a span of time and how effective their training has been in relationship to actual needs of the job.

LIFE SKILLS

-- Includes skills and knowledge of banking and investment, citizenship, time management, budgeting, food and nutrition, and other consumer responsibilities.

OCCUPATIONAL INFORMATION

-- Information on the characteristics of workers or occupations such as earnings and benefits, job duties, working conditions, ability and aptitude, educational preparation, licensing occupational titles and descriptions, programs of education and training, and so forth.

VOCATIONAL EDUCATION

-- Organized educational programs which are directly related to the preparation of individuals for paid or unpaid employment, or for additional preparation for a career requiring other than a baccalaureate or advanced degree.

VOCATIONAL TRAINING

-- A systematic process of acquiring job skills that are necessary for entry and progression within a specific job or occupation.